DCI/IC 73-1050/3
12 October 1973

PFIAB/NSC Review Completed.

MEMORANDUM FOR: Director

SUBJECT : DCI Response to PFIAB on COINS

1. Attached are two versions of a DCI reply to Admiral Anderson's letter of September 25th. The only difference between them is that one contains a paragraph preferred by D/DCI/IC which is headed <u>Analytical content</u> and refers to the current NOIWON project as

"provid(ing) a test vehicle to gain practical experience with the use of intelligence materials that can be formatted and presented in an orderly way, thus enhancing the possibility for computer assistance to intelligence analysts. This experience can benefit files developed for COINS."

2. The DDI (Mr. Walsh) position on that paragraph, supported by DDS&T, is as follows:

Delete paragraph. "This raises a subject on which there is a great deal of disagreement and, as far as I know, no decision that this program will be carried out. Moreover, it has implicit in it a decision to give consumer access to a COINS network. This is a critical decision on which we have to do a great deal of thinking. Finally, I have very serious reservations about the applicability and cost effectiveness of this kind of a computer application and think it premature to advertise."

3. As you have had inputs from Dr. Baker regarding COINS at PFIAB which due to circumstances I haven't learned of, I recommend you decide whether you want to refer to NOIWON and make a choice on that basis. Or we can try again.

STAT

AD/DCI/IC

Atts (2)

Distribution:
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    1 - DD/DCI   1 - D/DCI/IC   (12Oct73)
                      1 - IHC Chrono

THE DIRECTOR OF CENTRAL INTELLIGENCE

WASHINGTON, D. C. 20505

Vsmm #1

DCI/IC 73-1052/2

Dear Admiral:

Responding to your letter of September 25th, I am initially approaching COINS with two steps in mind. Most immediately, I want to satisfy myself that I have developed a sound basis for making the judgments that lie ahead. To do this, I am now setting up a small group that will be charged with making an assessment for me of the concepts and objectives that should underlie a national intelligence data base, the purposes to which it might be put, the costs it might incur and its cost effectiveness. I do not intend to re-do the so-called Malkin study, but I feel the need for a current assessment as a focus to refine my goals and provide yardsticks for us all.

Pending the results of this survey, I am open-minded as to the future architecture and overall concept for COINS. I believe certain technical upgrading is immediately possible, and Dr. Hall and I are moving to make initial commitments that will realize benefits for system users in the short run. Given the severe budget squeeze that faces us, I have yet to determine how much further it is effective to go in building a sophisticated on-line system. The need for COINS, as a communication network, to interface with DoD's IDHS and WWMCCS, raises technical problems in which the intelligence community does not have full freedom to determine solutions.

There are areas, however, where we can make immediate progress. We will improve files now in COINS and set standards for those that are placed in the system in the relatively near future. Here, I have undertaken a number of specific actions, along the following lines:

-- File content and coverage. I am now taking steps to involve the substantive USIB committees in working with the USIB Intelligence Information Handling Committee (IHC) to validate community need for particular kinds of data and to provide guidance on the content, coverage and format of files. For example, if COINS were to include a new file on the subject of nuclear energy, JAEIC should be involved in providing insights on behalf of potential users. The Intelligence Community (IC) Staff also has a responsibility in the matter of file content.

-- File completeness. A survey is now underway by the IC Staff to illustrate and characterize the security and dissemination restrictions that must be dealt with to make data in COINS files more complete and accessible throughout the community. Based on the results of this survey, which I expect to have in hand within two weeks, we will begin an orderly re-examination of this problem.

-- User assistance. I am asking that the interagency Data Base Working Group make, as a regular part of its survey of files for COINS, an examination of the adequacy of cross-reference notations and user instructions contained in the files. Where worthwhile improvements can be made, we will modify the programs that produce data for users.

-- File reliability. Upon completion of the assessment that I mentioned at the outset, I expect to share the results of that survey with USIB members. At that time I will ask them to accept specific responsibilities for producing and maintaining certain COINS files and for assuring their accuracy and completeness.

I have charged the USIB Intelligence Information Handling Committee (IHC) to take energetic action to carry out its responsibilities under DCID 1/4 (Intelligence Information Handling Committee) and 1/15 (Data Element and Code Standardization for Intelligence and Intelligence Information). Parts of these directives bear on improving methods and facilities for information handling and procedures and formats for the exchange of information between agencies.

In another direction, you will find that the Objectives for the Intelligence Community, which I forwarded to the President on September 6th, and which as you know he has approved, include actions that could result in the development of a number of new data files and arrays. If any of these appear appropriate for COINS, we will, I think, be able to recognize this at the outset of our planning and take advantage of the opportunity.

W. E. Colby

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        1 - AD/DCI/IC
        2 - IC Registry
        3 - IHC/SS

DCI/IC/IHC/[   ]slm (10Oct73)

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- 2 -

THE DIRECTOR OF CENTRAL INTELLIGENCE

WASHINGTON, D. C. 20505

DCI/IC 73-1050/2

Version #2

Dear Admiral:

Responding to your letter of September 25th, I am initially approaching COINS with two steps in mind. Most immediately, I want to satisfy myself that I have developed a sound basis for making the judgments that lie ahead. To do this, I am now setting up a small group that will be charged with making an assessment for me of the concepts and objectives that should underlie a national intelligence data base, the purposes to which it might be put, the costs it might incur and its cost effectiveness. I do not intend to re-do the so-called Malkin study, but I feel the need for a current assessment as a focus to refine my goals and provide yardsticks for us all.

Pending the results of this survey, I am open-minded as to the future architecture and overall concept for COINS. I believe certain technical upgrading is immediately possible, and Dr. Hall and I are moving to make initial commitments that will realize benefits for system users in the short run. Given the severe budget squeeze that faces us, I have yet to determine how much further it is effective to go in building a sophisticated on-line system. The need for COINS, as a communication network, to interface with DoD's IDHS and WWMCCS, raises technical problems in which the intelligence community does not have full freedom to determine solutions.

There are areas, however, where we can make immediate progress. We will improve files now in COINS and set standards for those that are placed in the system in the relatively near future. Here, I have undertaken a number of specific actions, along the following lines:

-- File content and coverage. I am now taking steps to involve the substantive USIB committees in working with the USIB Intelligence Information Handling Committee (IHC) to validate community need for particular kinds of data and to provide guidance on the content, coverage and format of files. For example, if COINS were to include a new file on the subject of nuclear energy, JAEIC should be involved in providing insights on behalf of potential users. The Intelligence Community (IC) Staff also has a responsibility in the matter of file content.

-- File completeness. A survey is now underway by the IC Staff to illustrate and characterize the security and dissemination restrictions that must be dealt with to make data in COINS files more complete and accessible throughout the community. Based on the results of this survey, which I expect to have in hand within two weeks, we will begin an orderly re-examination of this problem.

-- User assistance. I am asking that the interagency Data Base Working Group make, as a regular part of its survey of files for COINS, an examination of the adequacy of cross-reference notations and user instructions contained in the files. Where worthwhile improvements can be made, we will modify the programs that produce data for users.

-- File reliability. Upon completion of the assessment that I mentioned at the outset, I expect to share the results of that survey with USIB members. At that time I will ask them to accept specific responsibilities for producing and maintaining certain COINS files and for assuring their accuracy and completeness.

-- Analytical content. The IC Staff is now testing, for use in crisis and warning situations, the rapid exchange of current intelligence in a national operations and intelligence watch officers network running among the Washington area command centers. This project provides a test vehicle to gain practical experience with the use of intelligence materials that can be formatted and presented in an orderly way, thus enhancing the possibility for computer assistance to intelligence analysts. This experience can benefit files developed for COINS.

I have charged the USIB Intelligence Information Handling Committee (IHC) to take energetic action to carry out its responsibilities under DCID 1/4 (Intelligence Information Handling Committee) and 1/15 (Data Element and Code Standardization for Intelligence and Intelligence Information). Parts of these directives bear on improving methods and facilities for information handling and procedures and formats for the exchange of information between agencies.

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W. E. Colby

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CONFIDENTIAL   DCID No. 1/4
(New Series)

DIRECTOR OF CENTRAL INTELLIGENCE DIRECTIVE NO. 1/4[1]

INTELLIGENCE INFORMATION HANDLING COMMITTEE [2]
(Effective 4 April 1968)

Pursuant to provisions of NSCID No. 1, and to facilitate intelligence information handling within the community, a standing committee of the United States Intelligence Board on information handling is hereby established.

The United States Intelligence Board's Committee on Documentation (CODIB), established 21 April 1958, is hereby terminated.

1. Composition and Organization

(a) The committee will be known as the Intelligence Information Handling Committee. It will consist of a chairman designated by the Director of Central Intelligence in consultation with USIB and of designated representatives of the departments and agencies represented on the USIB.

(b) The committee will be supported by subcommittees as approved by USIB. Membership on subcommittees need not be limited to member agencies of the committee but may be extended by association under the provisions of NSCID No. 1, paragraph 2, footnote.

2. Mission

The mission of the committee, under the general guidance of the DCI and the USIB, is to promote and coordinate within the intelligence community the accomplishment of USIB objectives for information handling and to assist the DCI in the continuous improvement and integration of the USIB member agency intelligence information handling systems.

3. Functions

The functions of the committee are:

(a) To formulate and recommend to USIB objectives, policies, plans and programs relating to the establishment of a USIB community information handling system.
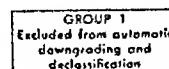
(b) To monitor and coordinate implementation of plans and programs approved by USIB.

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[1] Supersedes DCID No. 1/4, effective 23 April 1965.
[2] Information handling, for the purpose of this Directive, includes the functions of receipt of information from collection sources, dissemination, transformation, indexing or categorization, storage retrieval and presentation.

TSC #030574

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(c) To assist the intelligence community in the introduction of improved methods and facilities for information handling.

(d) To develop and promulgate within the intelligence community rules, procedures and formats for the exchange of information between agencies.

(e) To monitor efforts in the scientific, academic and industrial communities in information science in order to ensure that optimum use of this research is directed to the intelligence community information processing problem.

(f) To promote the establishment of education and training programs in information science.

(g) To identify community R&D needs and to promote interagency exchange of information and cooperation in research and development on information processing, particularly in those areas which involve the intelligence community as a whole.

(h) To promote and coordinate the development of community information handling capabilities which will provide on a timely basis as required relevant multi-source information in response to authorized queries.

(i) To provide assistance and encourage the development of standardized procedures for information handling to include the development of compatibility of files for ADP storage and retrieval systems.

(j) To promote arrangements between agencies designed to eliminate unwarranted duplication of files and processing.

(k) To ensure that the security aspects of new information handling systems under development are given appropriate consideration.

(l) To assist as necessary in the development of an automated information handling system for the National Indications Center.

(m) To monitor for the DCI and USIB the intelligence information handling requirements of Emergency War Plans.

(n) To formulate and recommend policies and procedures relating to the procurement, indexing, flow, storage, exchange, and release of intelligence documents.

4. The committee and subcommittees will reach decisions by agreement. When a chairman determines that a given position represents the consensus of the committee or subcommittee, the matter will be considered agreed unless a dissenting member requests its reference to a higher level. In such an instance, the chairman will refer the matter, with the dissenting opinion or opinions, to the higher level.

5. The committee shall meet upon the call of the chairman or at the request of any of its members. Items may be placed upon the agenda of the committee by the Board, by the chairman, or by any member of the committee.
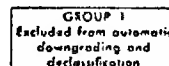
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6. The committee will have a full-time support staff to be provided by the Department of State, the Central Intelligence Agency, the Defense Intelligence Agency and the National Security Agency.

7. The committee shall share with other USIB committees responsibility for the coordination of areas of joint or overlapping concern.

RICHARD HELMS
Director of Central Intelligence

TSC #030574

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DIRECTOR OF CENTRAL INTELLIGENCE DIRECTIVE NO. 1/15

DATA ELEMENT AND CODE STANDARDIZATION FOR INTELLIGENCE AND INTELLIGENCE INFORMATION

(Effective 14 October 1969)

Pursuant to the provisions of NSCID No. 1 (New Series, Revised 4 March 1964), paragraph 3.b. (2), a policy promoting data elements and code standards for intelligence and intelligence information is hereby established.

Definitions

1. This Directive specifically applies to, but is not necessarily limited to, National Intelligence and Interdepartmental Intelligence as defined in NSCID No. 1, paragraphs 4.a. and 4.c. respectively.

2. The definitions of data element, data code, general and program standards are:[1]

a. A data element is a grouping of informational units which has a unique meaning based on a natural or assigned relationship and sub-categories (data items) of distinct units or values. For example, "month" is a data element whose data items are "January", "February", "March", etc.

b. A data code is a number, letter, symbol or any combination thereof used to represent a data element or a data item.

c. Federal *program* standards are "for use in particular related programs concerning more than one agency. Examples are data elements and codes usually limited to use in . . . unique systems. In these cases, the same source data often are used by several agencies, and aggregation and exchange of information on a program basis are the rule."
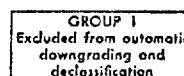
d. Federal *general* standards are "for general use by most agencies in connection with an extensive number and variety of related or unrelated data systems and programs."

3. For the purpose of this Directive, *intelligence* falls into the federal program standards area. Intelligence standards fall within and are restricted by the foregoing definitions.

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[1] Defined in the Bureau of Budget Circular No. A-86, 30 September 1967. Subject: "Standardization of Data Elements and Codes in Data Systems."

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Policy

4. The policy established hereby is to promote the use of standards in the exchange of intelligence and intelligence information to achieve an optimum level of compatibility among information handling systems in the USIB community.

Responsibility

5. The Intelligence Information Handling Committee (IHC)[2] will establish methods and procedures for developing and maintaining data elements, data codes, and related features to be used in the intelligence community. The development of a U.S. Intelligence Standards Program should:

a. Be within the framework of the standards program for the executive branch of the government.

b. Be compatible with the missions, directives, and agreements under which member agencies must operate.

c. Support, and be supported by the data standardization programs of member agencies.

Consideration should be given to the many functional and economic aspects of establishing, promulgating, and implementing standards.

Richard Helms
Director of Central Intelligence

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[2] DCID No. 1/4 (New Series), effective 4 April 1968.

2

THE WHITE HOUSE

WASHINGTON

PRESIDENT'S FOREIGN INTELLIGENCE ADVISORY BOARD

September 25, 1973

Dear Bill:

The Board's Science Panel, chaired by Dr. William O. Baker, reviewed the status of the Community On-Line Intelligence System (COINS) during the morning of September 6, 1973. A copy of the agenda and list of attendees are attached.

The Board's interest in COINS dates back to its recommendation to President Johnson in 1965 for the development of a computerized, community-wide system of exchanging intelligence data. Early in his first Administration, President Nixon endorsed a sustained effort to achieve such a system and directed the Board to stimulate and monitor progress toward this end.

The Panel discussion reaffirmed that there has been commendable progress on the technological side, but established no corresponding development toward an agreed community concept to guide the technical capability. The result is that COINS has an ad hoc management structure, insufficient program visibility and support, and reluctant participation by some agencies whose self-defined needs are not met by COINS in its present form. Some unanswered questions are:

-- Is there a need for a national intelligence data base which establishes responsibility for the maintenance of community files and which declares information held by the several intelligence agencies to be the shared property of all?

-- Is COINS to serve intelligence analysts exclusively (for example, as a tool to manipulate raw data), or ought it also to include product consumers as participants?

-- Should there be a single intelligence data-handling system, or are there legitimate requirements for a multiplicity of inter-intelligence community systems?

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As a result of its examination, the Panel believes that the current
improvement trends should continue, but recommends that COINS be
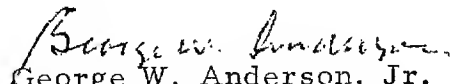given immediate high-level attention in order to:

-- delineate the specific objectives which a community system
should achieve, i. e. , a concept paper;

-- develop an agreed community plan to implement these objectives;

-- identify the management structure best suited to implement
the plan, and manage the program on behalf of the entire
Intelligence Community.

The formulation of an agreed community concept and an agreed plan
of implementation are acknowledged to involve complex problems,
notwithstanding the years of accumulated experience with COINS.
However, in the absence of their being definitively articulated and
accepted as authoritative doctrine, it is clear that COINS will not
achieve the status of a community-wide data-sharing system. At
best, it will remain but one of several independently pursued and very
costly information-handling retrieval systems. Most importantly,
the greater interest of intelligence consumers will not be served.

To accomplish the aforementioned recommendations will require both
the unqualified cooperation of the principals involved and sufficient
fiscal and personnel resources. Given the complexity and superim-
posing nature of the problem relative to the individual intelligence
agencies, assistance from outside the government may be desirable.
Without minimizing the crucial importance in this process of the
Secretary of Defense and the Director of the Office of Management
and Budget, it is axiomatic that these tasks be performed under the
direct guidance of the Director of Central Intelligence.

The Board would be pleased to nominate, for your consideration, in-
dividuals it believes qualified to spearhead the project definition phase,
and of course extends its offer to assist you further in every way.

Sincerely,

George W. Anderson, Jr.
Admiral, USN (Ret.)
Chairman

The Hon. William E. Colby
Director of Central Intelligence
Washington, D. C. 20505

cc: Dr. Albert C. Hall, ASD(I)

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Status Briefing

Sept. 6

Time	Topic	Speaker
8:30 a.m.	Executive Session	
8:45	Introductory Remarks	Mr. Morton Goulder, Deputy Assistant Secretary of Defense (Intelligence) for Intelligence and Warning Systems (I&WS)
8:50	COINS Background and Status	[redacted], COINS Project Manager, NSA — 25X1
9:10	ASD(I) Review of COINS for the Intelligence Resources Advisory Committee (IRAC)	Mr. Norman Solat, COINS Project Officer, ASD(I)
9:20	COINS File Content and Product Review	Maj. Gen. Daniel O. Graham, USA, DCI/Intelligence Community Staff
9:30	User Views	[redacted] - Consultant, NSA 25X1 [redacted] analyst 25X1 [redacted] - DIA analyst 25X1
10:00	Break	
10:15	Executive Agent Role	Mr. Goulder
10:20	Data Base Review	Mr. Solat
10:30	Summary of Ongoing Activities -- retrieval languages -- user support -- network management	[redacted] 25X1
10:45	Restructuring of the COINS Network ("COINS II"); relationship to the Intelligence Data Handling System (IDHS)	[redacted] NSA Data Processing Support Group 25X1
11:00	Computer Security	[redacted] 25X1
11:10	Management Summary	
11:15	Discussion	
11:30	Executive Session	

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PFIAB Science Panel

  Dr. William O. Baker, Chairman
  Dr. Edwin H. Land
  Dr. Edward Teller
  Dr. John S. Foster, Jr.

PFIAB Staff

  Mr. Wheaton B. Byers
  Cdr. Lionel H. Olmer, USN

Agenda Participants

DCI

25X1   - DCI/Intelligence Community Staff
    Maj. Gen. Daniel O. Graham - DCI Intelligence Community Staff
25X1   DCI/Intelligence Community Staff

CIA

Mr. Charles Briggs, Deputy Director CIA for Plans, Programs & Budget

Defense

Mr. Morton Goulder, Deputy Asst. Secy of Defense (Intelligence) for
        Intelligence and Warning Systems (I&WS)

Mr. Norman Solat, COINS Project Officer, ASD(I)

Mr. Albert Albrecht, ASD(I) Staff

25X1   DIA analyst

25X1   - DIA analyst

Mr. Robert C. Selby, Civilian with AFINAR (Asst. Chief of Staff for
        Intelligence, Air Force)

NSA

25X1   COINS Project Manager, NSA

           Data Processing Support Group, NSA
           Consultant, NSA